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AIR UNIVERSITY

TACTICAL AIRLIFT OPERATIONS WITHIN THE  
EXPEDITIONARY AEROSPACE FORCE  
IMPACT ON THE AIR FORCE RESERVE

by

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## *Preface*

The Expeditionary Aerospace Force (EAF) concept was introduced to the world on 4 August 1998, one week before the Air Command and Staff class of 1999 began its academic journey. When General Ryan spoke to our class about the EAF, he stressed that the participation of the Air Reserve Component – the Air Force Reserve and the Air National Guard – was key to the EAF's success. I began to ask myself how this participation would change the Air Force Reserve Command, and what the Command and individual Reserve units would need to do to prepare the reservist.

In the course of our academic year the EAF concepts that were initially unveiled have begun to take shape. Often, some ideas I thought were worth researching disappeared as the EAF Implementation Team at Headquarters Air Force (AF/XOP) sought an improved solution. This research paper will be completed six weeks before the AF/XOP staff puts the Program Action Directive 99-01, Expeditionary Aerospace Force Implementation, into force. Soon after, the Air Force Instruction series will be published, and each major command will publish their supplement to the AFI within one month after that. The first Aerospace Expeditionary Forces will “stand up” on 1 October 1999.

I hope that my research into the effects the EAF will have on the Air Force Reserve Command will be useful. In the course of time, there will no doubt be modification to the force structure and the way the way the Command and the Air Force meet the challenges, but the initial stand up is a necessary first step.

The development of this research paper has not been a solitary effort. I would like to thank the individuals who helped me accomplish this task.

Major Tom Fritz, an Air Force reservist who is working full time as a member of the EAF Implementation Branch (AF/XOPE) staff, agreed to meet with me during my visit to the Pentagon, and he patiently answered my questions and explained the new directions the AEF planning was taking. He introduced me to other reservists who are looking at the EAF and its relationship with the Air Force Reserve.

My Research Advisor, LtCol Michael Hagen, encouraged me to stay focused. The EAF is a subject so new it was daunting at times trying to determine which direction my research was headed.

### *Abstract*

The United States Air Force leadership has begun a program that will organize, train, and equip its forces into an Expeditionary Aerospace Force before 1 January 2000. Doing so will allow the Air Force the flexibility to provide to the theater Commanders-in-Chief the proper amount of aerospace power required to accomplish a mission while reducing the strain on its personnel. In order to be effective, the Expeditionary Aerospace Force (EAF) implementation plan relies on the participation of the Air Reserve Component; namely, equipment and personnel from the Air Force Reserve Command and Air National Guard. Air Force Reserve Command leaders are willing to commit Reserve forces, but they need to know how their people and equipment will be utilized. This research paper explores the Expeditionary Aerospace Force construct and the requirements Air Force leaders need from the Air Force Reserve Command. The paper focuses specifically on the Air Force Reserve C-130 aircraft, crews, and support personnel in order to keep the research within manageable limits. The research was conducted using Air Force Doctrine Documents, magazine articles and a variety of reference materials provided by the planners who are charged with implementing the Expeditionary Aerospace Force, as well as personal interviews with some of these planners. The research paper identifies problems unique to employing Air Force Reserve forces and proposes solutions that will be useful to Air Force Reserve leadership and their force planning staffs in determining how best to employ the reservist.



## Chapter 1

### Introduction: A Day in the Air Force Reserve

*We are here flying these missions because that is what we train to do.*

—Reserve C-130 Pilot

Air Force reservists who are assigned to units are required by law to fulfill fourteen days of annual active duty for training each year.<sup>1</sup> This annual training, when the reservist is on active duty orders, is most beneficial when the reservist is performing alongside active duty personnel. The reservist is exposed to situations that may not be present at a reserve base, and the active duty personnel gain an understanding that reservists are as professional in their given career field as the active duty members are themselves. Many reservists spend their annual training time supporting mission taskings around the world; augmenting active duty personnel in every career field, such as aerial port operations, security forces, communications, and civil engineering.

Two large, ongoing missions that require assistance from the Air Force Reserve in the form of aircraft and crews to fly, maintain, and support them, are Operation SOUTHERN WATCH and Operation JOINT GUARD. Operation SOUTHERN WATCH is the mission to enforce the “no-fly” zone in southern Iraq, from bases in Saudi Arabia. Operation JOINT GUARD supports peacekeeping forces in Bosnia from bases in Germany. Reserve personnel from airlift units, aerial refueling units, fighter units; pilots, navigators, flight engineers, loadmasters, boom operators; life support, maintenance

support, operations support, and administrative support personnel work as part of the Operation SOUTHERN WATCH and Operation JOINT GUARD teams with their active duty and Air National Guard counterparts.

### **A Typical Deployment<sup>2</sup>**

The 934 Airlift Wing, a reserve unit located at the Minneapolis-St. Paul International Airport Air Reserve Station in Minneapolis, Minnesota, participated in Operation JOINT GUARD during the summer and fall of 1997. Personnel from the 96 Airlift Squadron, the 934 Maintenance Squadron, and the 934 Operations Support Flight, worked out of Ramstein Air Base, Germany, between mid-August and late October. Most of the reservists were deployed for fifteen days, some for twenty-one, and a few for up to thirty days. The determining factor was the individual's schedule. Some reservists' employers were only agreeable to allowing the mandated two weeks of training time to their employee. Some employees took extra vacation time to participate longer. And some reservists who were between jobs or otherwise able volunteered to stay as long as they were needed.

Two crews departed for Ramstein AB with their C-130 aircraft and two additional crews on 26 August. They arrived in Germany two days later. The maintenance and administrative personnel flew to Germany on a military charter flight on 25 August. Once at Ramstein AB, the four crews joined twelve other C-130 Air Force Reserve and Air National Guard crews from units located around the United States. As the 38 Airlift Squadron (Provisional), these sixteen crews and their eight aircraft replaced the stateside-based active duty C-130 units who had been flying the JOINT GUARD mission for the past ninety days.

The Reserve and Guard crew schedulers and maintenance schedulers set about fulfilling the mission taskings that were assigned by the 86 Operations Support Squadron (OSS) current operations office. The 86 OSS is an active duty unit, part of US Air Forces Europe (USAFE). The JOINT GUARD missions, along with all airlift missions within Europe, were monitored by the Air Mobility Operations Control Center. There were typically six or seven JOINT GUARD missions each day, including weekends, to downrange bases such as Tasar Air Base, Hungary, or Sarajevo International Airport and Tuzla Air Base, Bosnia-Herzegovina. These missions flew supplies to the Army and Air Force units stationed with the United Nations peacekeeping forces in the region. Depending on the mission profile, a typical round-trip mission lasted five hours. Some crews flew two round-trip missions in a day. The crews generally alternated days between flying and resting. The maintenance crews worked in shifts around the clock to keep the C-130s in flying condition.

The 38<sup>th</sup> AS (P) was located across the runway from the main base, and had its own operations building and maintenance building, as well as aircraft parking spots. The unit was, for all intents and purposes, operationally self-sufficient once it received the mission taskings from the 86<sup>th</sup> OSS. The commander of the 38<sup>th</sup> AS (P), a Reserve lieutenant colonel navigator, worked as the liaison between the Reserve and Guard personnel and the active duty 86<sup>th</sup> OSS, as well as performing the duties as the on-scene unit commander. The commander resolved issues such as requesting that an active duty C-130 and crew stationed at Ramstein AB fly some JOINT GUARD missions when one of the Reserve C-130s was broken and awaiting a part from the United States.

On 7 September, ninety Air Force Reserve and Air National Guard C-130 air crews, maintenance and support personnel from bases around the United States embarked upon an Air Force C-141 in Minneapolis. The C-141, flown by a Reserve crew, was scheduled to fly non-stop to Ramstein AB. The passengers, including three flight crews and twenty maintenance and support personnel from the 934 Airlift Wing, landed in Rhein-Main Air Base, Germany, when heavy fog at Ramstein AB precluded their arrival there. About noon, 8 September, fifteen hours after leaving the Twin Cities, the personnel finally arrived at Ramstein. Upon arrival, they received driving and flying safety briefs, a mission overview, and finally left for their quarters. These crews and personnel were replacing the first group of people who would depart Ramstein AB on the same C-141 and return to Minneapolis. Personnel who were stationed elsewhere around the United States would fly on commercial airlines from Minneapolis to their home base, thus ending their participation in Operation JOINT GUARD.

The new personnel continued the Operation JOINT GUARD mission as members of the 38<sup>th</sup> AS (P). The commander's three-and-a-half week tour was completed on 17 September after the Air National Guard lieutenant colonel that would assume command had been on station for a few days and was fully briefed. The transition was smooth.

On 22 September, Air National Guard and Air Force Reserve crews flying the newer C-130H2 and H3 models began arriving at Ramstein AB. The crews who had been on station since 8 September began to rotate back toward the United States with their aircraft, always leaving a balance of eight aircraft and sixteen crews ready to fly the next day's JOINT GUARD flight taskings. By 24 September, the exchange was complete and

the three 96 Airlift Squadron crews flew the two 934 Airlift Wing C-130s back toward Minneapolis, where they arrived on 27 September.

Later in November, active duty C-130 unit personnel picked up the Operation JOINT GUARD mission again from the Air Force Reserve and Air National Guard crews and personnel that were on station at Ramstein AB.

This description of the Operation JOINT GUARD mission is typical for the Air Force Reserve and Air National Guard C-130 units who deploy members to locations all around the world. When it is necessary to maintain an ongoing presence, a continuous rotation of crews from active duty, Reserve and Air National Guard units provide the required support.

From the moment when the Acting Secretary of the Air Force and the Air Force Chief of Staff introduced the Expeditionary Aerospace Force (EAF) idea last August there have been questions about how the Air Reserve Component forces will fit. The success of the EAF has been predicated upon participation of the Air Reserve Component (ARC), made up of the Air Force Reserve and the Air National Guard forces. “Our crews, aircraft, support personnel and their equipment are vital to the effective presentation of forces. Without the participation of the [ARC], active duty units and personnel alone would not be sufficient to man and equip the [Aerospace Expeditionary Forces].”<sup>3</sup>

This paper will discuss the Air Force Reserve involvement only. This is not meant to diminish the importance of the Air National Guard’s contribution to the EAF. The author, who is a member of the Air Force Reserve, felt comfortable working with the organization he knows best.

Chapter 2 of this paper will explore the Expeditionary Aerospace Force construct: its organization and how the Aerospace Expeditionary Forces (AEF) are expected to operate.

Chapter 3 will explain the Air Force Reserve mission and the contribution its personnel have made to the Total Air Force mission.

Chapter 4 will identify problems unique to employing Air Force Reserve forces within the Aerospace Expeditionary Forces. The author will use the C-130 aircraft and the reserve units that operate them for illustration. Once again, he is writing from personal experience, and the reader should be able to apply the reasoning to other reserve weapon systems and units as well.

Chapter 5 will list Air Force Reserve concerns about its role in the EAF and recommend actions that will minimize the impact EAF deployment methods may have on unit morale and training expenses.

Chapter 6 summarizes the conclusions reached by the author.

### **Notes**

<sup>1</sup> Gerald T. Cantwell, *Citizen Airmen: A History of the Air Force Reserve, 1946-1994* (Washington, D.C.: U.S. Government Printing Office, 1997), 406.

Public Law 90-168, 90<sup>th</sup> Congress, H.R. 2, 1 December, 1967, Section 2, Subparagraph 10 reads "Section 270(a)(1) is amended to read as follows:

"(1) participate in at least 48 scheduled drills or training periods each year and serve on active duty for training of not less than 14 days (exclusive of traveltime) during each year."

<sup>2</sup> Personal recollections of author who participated in this deployment, 9 November 1998.

<sup>3</sup> LtCol John Woerly, Headquarters Air Force Reserve Command, AFRC Participation in the Aerospace Expeditionary Force (AEF) point paper, 11 Jan 1999.

## Chapter 2

### The Expeditionary Aerospace Force is Born

*I am very pleased to be here this morning to join General Ryan as we unveil a major restructuring initiative for employing our Air Force, becoming an expeditionary force to ready ourselves for the 21<sup>st</sup> Century.<sup>1</sup>*

—F. Whitten Peters

On 4 August 1998, the acting Secretary of the Air Force, F. Whitten Peters, and the Chief of Staff of the Air Force, General Michael Ryan, held a press conference in the Pentagon to introduce the Expeditionary Aerospace Force. The two men explained that changes in the world have necessitated a change in the way the Air Force carries out its mission to support national goals

During the Cold War, the Air Force was organized as a garrison force in order to contain the Soviet Union and Warsaw Pact nations. These wings operated from fixed bases in the United States, Europe, and the Pacific. Since the end of the Cold War, from which the United States emerged as the sole superpower in the world, Air Force men and women have responded repeatedly to contingencies of all sorts around the world. At the same time, the Air Force has reduced its manpower strength. There are fewer people wearing an Air Force uniform available to protect the nation's vital interests around the world. As the world order has changed, and in order to save additional defense dollars, the Air Force has reduced the number of overseas bases. The requirements placed upon

the United States as a world leader dictates that Air Force members must continue to work harder and often from more austere forward bases.<sup>2</sup>

“In October 1995, twelve F-16s and more than 585 airmen from Moody Air Force Base in Georgia, deployed to Bahrain within a 72-hour period. That mission evolved after U.S. diplomats asked Bahrain [officials] for permission to temporarily send in an AEF to fill the void left when the *Independence*, a Navy aircraft carrier departed the region.”<sup>3</sup> The Navy was exchanging the carrier battle groups that provide protection to the Arabian Gulf region. Because of the reduced number of fighters and bombers available to the Central Command (CENTCOM) Commander-in-Chief during that time, the F-16 unit, along with an integrated command and control element, was able to provide the firepower the CINC may have needed within 72 hours of an Execute Order. This sort of force was the embodiment of the idea behind an air expeditionary force.

Certain weapon systems are always in demand, no matter what the nature of the contingency. Some job specialties, such as Security Forces, are also in high demand. Air Force leaders have deployed units on an *ad hoc* basis as a response to world crises. These units are merged into task forces to meet the particular needs of each event. Each mission has been unique.<sup>4</sup> When the crises pass, the task forces are disbanded and the units return to their home bases.

The increased demand placed upon Air Force members is taking a toll on their personal lives. In response to crises, some people and equipment are being deployed from the home station more frequently and for longer periods of time. These temporary assignments also place a strain on the home-based personnel who are required to cover



the duties of deployed personnel in addition to their standard workload. More time away from family and more time on the job are causing people to separate from the Air Force.

A logical solution to these force management and personnel management problems is organizing and training the Air Force to respond to any contingency in the manner of the Expeditionary Aerospace Force. The preface of the Headquarters United States Air Force (USAF) Program Action Directive 99-01, *Expeditionary Aerospace Force Implementation*, suggests the degree of importance the Air Force leadership is giving to the development of the Expeditionary Aerospace Force.

This document outlines the plan to further operationalize USAF's strategic vision: *Global Engagement* through the implementation of *the Expeditionary Aerospace Force (EAF)*. The Expeditionary Aerospace Force is the 21<sup>st</sup> Century United States Air Force – a force organized, trained, and equipped to meet the National Military Strategy (NMS). The NMS mandate is to *Shape* the international environment, *Respond* to a full spectrum of crises, and *Prepare Now* for the demands of the modern security environment. This is an expeditionary challenge [that] demands an expeditionary aerospace force.<sup>5</sup>

## **The Expeditionary Aerospace Force: Organization and Function**

The idea behind the Expeditionary Aerospace Force is to find a means to meet many challenges. There has been an unprecedented amount of taskings that have occurred since the end of Operation DESERT STORM in 1991. There is no reason to assume that the amount will decrease in the next century. Despite the increased number of missions, the Air Force is expected to continue to provide trained and ready forces for national defense. At the same time, the Air Force must provide a structured, proactive, and predictable approach to meet national taskings with a sustainable ready force within current force structure and budget constraints.

The Expeditionary Aerospace Force provides a way to increase aerospace power without increasing manpower or numbers of aircraft. It depends on the use of improved integration. “The EAF is intended to take the full range of core capabilities, [global attack, air and space superiority, precision engagement, rapid global mobility, information superiority, and agile combat support], utilize them across the spectrum of operations [which range from peacetime engagement to major theater war] to accomplish the strategic and tactical goals of the [combatant Commanders-in-Chief], and do so within a very small response time.”<sup>6</sup>

### **Definitions and Explanation of Terms**

The terms “Expeditionary Aerospace Force” and “Aerospace Expeditionary Force” are not interchangeable. The first term refers to the mindset that will be reshaped as the Air Force culture becomes more of a war fighting culture. The second term, found in Air Force Doctrine Document (AFDD) 2, *Organization and Employment of Aerospace Power*, is generic and is defined as “deployed wings, groups, or squadrons attached to an [Air and Space Expeditionary Task Force] ASETF or in-place [Numbered Air Force] NAF.”<sup>7</sup> AFDD 2 continues on to say that these units “...are designated ‘expeditionary’ from the time they are attached until no longer attached.”<sup>8</sup> Among the Air Staff members who are working on the implementation, AEF has come to be defined as “an organization comprised of aerospace capabilities that provides tailored forces to meet theater Commander-in-Chief (CINC) needs.”<sup>9</sup>

### **EAF Concept**

The EAF is designed to meet both the challenges of national defense and a structured approach to meet the nation’s taskings with finite resources through Force Presentation

and Force Management initiatives. The Headquarters USAF Program Action Directive 99-01, *Expeditionary Aerospace Force Implementation*, explains Force Presentation as follows.

The Force Presentation initiatives provide the National Command Authority (NCA) and combatant commanders (CINCs) a capabilities-based organization to meet steady-state rotational deployments and contingency requirements. **The USAF will organize the majority of its Total Force into ten Aerospace Expeditionary Forces (AEFs) and two dedicated on-call Aerospace Expeditionary Wings (AEWs) to meet the nation's shape and respond needs with rapid, responsive, and flexible aerospace power tailored for the mission at hand.** From these AEFs the Commander of Air Force Forces (COMAFFOR) will package Aerospace Expeditionary Wings, Groups and Squadrons (AEWs, AEGs, and AESs) to meet national taskings. **These AEFs consist of operationally linked and geographically separated units to form the composite force capable of full spectrum operations.** Aerospace capabilities in each AEF will include, but are not limited to, offensive and defensive counterair, close air support, suppression of enemy air defenses, anti-armor, and global attack. Presenting aerospace forces as AEFs allows planners to apply operational art and effects-based approaches to meet mission requirements. (Emphasis added)<sup>10</sup>

The Program Action Directive 99-01 explains Force Management as follows.

The Force Management initiatives provide a structured and proactive approach to meet the nation's taskings with finite resources. By improving Total Force integration and providing planners and schedulers maximum notice, the concept increases the supply of available forces to meet the demand. Force Management tools such as the Consolidated Tasking Order (CTO) scheduling process and the Global Military Force Policy (GMFP) will define a **steady state level of commitment** which also allows for sustaining the long term readiness of the Total Force. These tools will also highlight periods of excessive national tasking to the NCA. **The EAF Force Management baseline is to schedule each of the 10 AEFs for one 90-day contingency deployment and/or on-call availability period every 15 months.** (Emphasis added)<sup>11</sup>

Major Tom Fritz, a staff planner at Headquarters Air Force EAF Implementation Division, explained the Force Presentation paragraph in simpler terms. Each AEF is one of ten “buckets” of airplanes, people, and equipment, all of which are essentially identical. The Air Force is essentially divided into ten equal parts.<sup>12</sup> The two dedicated

on-call Aerospace Expeditionary Wings mentioned in the Force Presentation explanation refer to units that provide special capabilities for the CINCs. Since they are in such high demand, these units will operate on a 90-day on, 90-day off cycle until more assets and personnel are acquired and trained.<sup>13</sup> The airplanes, people and equipment that make up each AEF remain at their particular home base until called upon by the commander of that AEF to fulfill a joint task force commander's or theater CINC's tasking.

The "steady state level of commitment" mentioned in the Force Management explanation is still being decided and agreed upon at conferences and review sessions that will continue into early May.<sup>14</sup>

Each AEF will contain approximately 175 to 200 aircraft, and roughly 22,000 people. This is not to say that the 200 aircraft and 22,000 people will deploy to whatever location the AEF is called to. Only the precise force needed to fulfill the tasking is required to deploy. The Air Force Reserve and the Air National Guard have agreed to provide forces equal to ten percent of the total EAF construct, to be used as a piece of each of the ten AEFs.<sup>15</sup>

Two AEFs will be on alert status throughout the world for a 90-day period. Each AEF will have a commander who will send the proper amount of force required by the situation and requested by the theater CINC. At present, it appears that a portion of one AEF will participate in Operation SOUTHERN WATCH and a portion of the second AEF will support forces in Bosnia. The personnel and aircraft not deployed to the theater will assume an "on-call" status for the 90 days of the AEF's duties, until needed for a contingency.

## Notes

<sup>1</sup> Transcript of DoD Press Briefing, 4 August 1998, online, Internet, 19 October 1998, available from <http://www.af.mil/lib/misc/eafttrans.pdf>.

<sup>2</sup> *ibid.*

<sup>3</sup> Bryant Jordan, "AMC Goes Back to Expeditionary Drawing Board" *Air Force Times*, 8 February 1999.

<sup>4</sup> Transcript of DoD Press Briefing, 4 August 1998.

<sup>5</sup> HQ USAF Program Action Directive (PAD) 99-01 (Draft), *Expeditionary Aerospace Force Implementation*, 1 May 1999, ii.

<sup>6</sup> Maj Gen Donald G. Cook, "Expeditionary Aerospace Force," presentation, Air Force Reserve Command Senior Leaders Conference, Washington, D.C., 26 January 1999.

<sup>7</sup> Air Force Doctrine Document (AFDD) 2, *Organization and Employment of Aerospace Power*, 28 September 1998, 35.

<sup>8</sup> *ibid.*

<sup>9</sup> Cook.

<sup>10</sup> HQ USAF PAD 99-01 (Draft), A-3.

<sup>11</sup> *ibid.*

<sup>12</sup> Maj Thomas Fritz, Headquarters USAF/EAF Implementation Branch, interviewed by author, 26 January 1999.

<sup>13</sup> *ibid.*

<sup>14</sup> LtCol David A. Foard, Headquarters Air Combat Command, Instructions for Sourcing AEF Steady State Requirement, 15 January 1999, n.p.

<sup>15</sup> Col Robin Pfeil, "Expeditionary Aerospace Force" presentation, Reserve Officers Association Midwinter Convention, Washington, D.C., 26 January 1999.

## Chapter 3

### The Total Force: Organization and Function

*You can go overseas to any location where there is an Air Force presence and you can't tell if it is an active duty, Air Force Reserve, or Guard unit doing the mission. Unlike some of our sister services, we have really taken the Total Force concept seriously.<sup>1</sup>*

—Brigadier General David S. Sibley  
former assistant vice commander,  
Headquarters Air Force Reserve Command

The Air Force Reserve has come a long way since its beginning in 1948. Early in the Reserve's history, the Air Force provided only enough training resources for reservists to maintain proficiency in their specialties. Reservists trained using outmoded equipment cast-off by the active duty force. In the mid-1960s the chief of staff of the Air Force, General Curtis LeMay, tried to merge the Air Force Reserve into the Air National Guard to eliminate duplication in recruiting, pay, training, and other activities. A political battle ensued, and eventually Congress passed legislation to settle the issue. "Countering a Department of Defense move to merge the reserve components, late in 1967 Congress passed Public Law 90-168, Reserve Forces Bill of Rights and Revitalization Act, which among other things guaranteed the existence of the individual components. The Air Force, followed by the Department of Defense, applied a concept of total force to the planning and employment of reserve forces."<sup>2</sup>

In the more than thirty years that have gone by since Congress passed Public Law 90-168, the Air Force Reserve and the Air Force have worked diligently to make the lines between active duty and reserve forces as indistinct as they can be. Today, Reserve units fly every aircraft in the Air Force inventory except the B-1, B-2, F-15 and F-117.<sup>3</sup>

“Today, [the] Air National Guard provides all of [the Air Force’s] air defense interceptor force, 44 percent of its tactical airlift, and 43 percent of its air refueling tankers. Air Force Reserve Command flies all of the force’s weather reconnaissance and aerial spraying, almost 30 percent of its rescue missions, and a fourth of its C-5 and C-141 airlifters. Combined, the reserve components supply almost 40 percent of the service’s fighter strength and one-fourth of its bomber capability.”<sup>4</sup>

The additional capability provided by the Air Reserve Component requires modern equipment and adequate training. In its annual report, the Reserve Forces Policy Board showed that the Department of the Air Force spent six percent of its total obligation authority on the Air Force Reserve in Fiscal Year 1997, and ten percent on the Air National Guard. This percentage is roughly equivalent to the other services’ spending on their reserve and guard programs. The report notes that these obligations increased one percent for each of the Air Reserve components from Fiscal Year 1996.<sup>5</sup> The report also cautions that “for the Reserve components to absorb more tasks traditionally handled by the Active component, the funding must accompany the missions.”<sup>6</sup>

## **Types of Reserve Organizations**

### **Associate Units**

Reserve associate units are located at active duty bases and “share aircraft and equipment with active duty units.”<sup>7</sup> This generally applies to the strategic airlift assets, such as the C-5, C-9, C-17, C-141, and KC-10, although it is being applied to other assets as well. Reserve associate units provide T-38 trainer instructor pilots to two Specialized Undergraduate Pilot Training bases, and the Reserve associate Air Control Group sends Airborne Warning and Control System (AWACS) crews on missions along with their active duty counterparts. “The theory behind the associate approach is that modern airplanes are capable of flying more often than the active force can use them.”<sup>8</sup>

### **Unit Equipped**

Other Reserve units are individually equipped. The fighter, bomber, and rescue units own and maintain their aircraft and equipment. All the Reserve C-130 airlift wings and KC-135 air refueling wings are equipped separately from active duty units, though they may be located at active duty bases. The Air Force Reserve has three unit-equipped C-141 wings and one unit-equipped C-5 wing.

The fact that the Air Reserve Component operates the same equipment as active duty units allows reservists and guard to assume some of the operations tempo. “Today’s reserve components do far more than relieve active members so they can do the tougher jobs. Both ANG and AFRC now share the burden of deployment and contingency operations.”<sup>9</sup>

The Total Force is successful. Air Reserve Component participation has allowed the Air Force to meet expanded global commitments worldwide with a smaller active



duty force than ten years ago. The Air Reserve Component leaders speak of the same concerns as the active duty leaders: improved compensation and benefits, weapons modernization, and greater public support of the military.<sup>10</sup>

### **Reservist Commitment**

There are more similarities between the active duty and reserve components. The same stress on morale in active duty units is now showing up in reserve and guard units. “Right now our average aircrew is putting in about 110 to 120 days per year in the blue uniform or the green flight suit. People in support functions are averaging about 70 days per year. That’s a lot of time for what is still a reserve program.”<sup>11</sup>

### **Duty to Country, Family, and Employer**

This commitment to duty is affecting the reservist’s relationships with his or her family and his or her civilian employer. When reservists perform duty at their units, that is time away from their civilian workplaces and their families. In today’s booming economy, employers are having difficulty finding temporary workers to replace reservists who are away performing reserve assignments.<sup>12</sup> “Federal law, stiffened in 1994, protects reservists from being fired, demoted, or subjected to discrimination as a result of their service. The law also guarantees re-employment rights to those gone for as much as five years. Still, officials admit, frequent and prolonged absences can be hard on civilian careers, particularly if employers are less than supportive. Studies have shown that job worries are a major factor in many members’ decisions to give up their reserve participation.”<sup>13</sup>

## Looking for Solutions

Reserve leaders are looking for solutions to this problem, as are their active duty counterparts. “Guard and Reserve officials share the hope of active duty leaders that measures such as reorganizing the service into Air Expeditionary Forces and easing the requirements for inspections, exercises, and non-combat training will reduce optempo and improve morale and readiness.”<sup>14</sup> The Air Mobility Command Inspector General and his staff conduct Operational Readiness Inspections (ORI). In an effort to reduce the strain on the inspected unit’s personnel, the inspectors can grade a unit’s performance in Mobility Processing and deployment by looking at records of how the unit worked during real-world contingencies. The inspectors award points in-lieu of actually witnessing the unit performing the same functions during the inspection.

“[The Air Force Reserve Command does] a lot things that are good but have nothing to do with the combat readiness of our people. We are making progress in that we are starting to evaluate and inspect more on the unit’s participation in real-world requirements and make those count for what used to be exercises. It’s a way to make some big reductions in inspections and exercises without losing any combat capability and to give back what I think is the most valuable thing to our people – their time.”<sup>15</sup>

## Notes

<sup>1</sup> Statement of Brig Gen David S. Sibley in article written by Bruce T. Callander, “Pressures on the Guard and Reserve”, *Air Force Magazine*, November 1998, 37.

<sup>2</sup> Gerald T. Cantwell, *Citizen Airmen: A History of the Air Force Reserve, 1946-1994* (Washington, D.C.: U.S. Government Printing Office, 1997), 227.

<sup>3</sup> Maj Gen David R. Smith, vice commander, Headquarters Air Force Reserve Command, briefing to reservists about to begin Intermediate and Senior Service Schools, Washington, D.C., 23 July 1998.

<sup>4</sup> Bruce T. Callander, “Pressures on the Guard and Reserve”, *Air Force Magazine*, November 1998, 37.

## Notes

<sup>5</sup> Office of the Secretary of Defense, *Reserve Component Programs: The Annual Report of the Reserve Forces Policy Board for Fiscal Year 1997*, (Washington, D.C.: U.S. Government Printing Office, March 1998), 31.

<sup>6</sup> *ibid*, 26.

<sup>7</sup> Sibley, 37.

<sup>8</sup> *ibid*.

<sup>9</sup> Callander, 37.

<sup>10</sup> *ibid*. 36.

<sup>11</sup> Sibley, 38.

<sup>12</sup> Callander, 38.

<sup>13</sup> *ibid*, 38.

<sup>14</sup> Sibley, 40.

<sup>15</sup> *ibid*.

## Chapter 4

### Employing Reservists within the AEF

*Much of the success of AEFs will be the result of using “rainbow” organizational structures. This is an area where previous Air Reserve Component successes can provide EAF insights.<sup>1</sup>*

—Colonel Robin Pfeil

There have been many questions about how the reservist will be employed as part of an Aerospace Expeditionary Force. The answers seem to say “same as before”. This applies, at least, to the flying units and the units that support them. There will be some differences in the expeditionary combat support process, however.

### Expeditionary Combat Support

Expeditionary combat support personnel fill what was formerly known as Base Operating Support (BOS) billets<sup>2</sup>. The major departure from “business as usual” is the idea of sourcing and tasking manpower billets as unit type codes (UTC) rather than individual augmentees. This will result in deployed commanders requesting a capability rather than a specific unit.<sup>3</sup>

The sourcing process is underway at this paper’s writing. The main tenant of the Expeditionary Air Force, providing “light, lean, and lethal” forces<sup>4</sup>, extends to support personnel as well as flying and maintenance personnel, and includes rotations under two scenarios – long-term, rotational, contingency operations, and no-notice contingencies.<sup>5</sup>

Each Major Command, including the Air Force Reserve Command (AFRC), will have functional area managers participating in the process. According to the *Instructions for Sourcing AEF Steady State Requirements*, “the goal is to evenly populate the ten AEFs with the same type and number of UTCs, in all functional areas, drawing from the UTCs actually assigned to the ten lead wings, all sister wings, Air National Guard and [Air Force] Reserve wings, and remaining USAF wings assigned to support UTCs.”<sup>6</sup> The instructions direct the functional area managers to “maximize the use of UTC taskings ...without decimating home-base capabilities. Home station units must be able to continue meeting their training and support missions.”<sup>7</sup>

The instructions recognize the case that ARC personnel have limits upon their participation in an AEF. “ARC personnel will serve at least 15 days, rotating no more than six times during a ninety-day tour. Pending ARC approval, ARC supervisors or more senior positions will serve at least thirty-day tours.”<sup>8</sup> Reservists are encouraged to participate in the AEF through the use of their annual tours. AFRC functional managers will direct the rotational flow of reserve units into and out of the AEFs during the ninety-day period.<sup>9</sup> With a fifteen-month AEF cycle, reservists will not always participate in an AEF every annual tour.

## **Operations and Maintenance Support**

Similar to the Expeditionary Combat Support process, Air Mobility Command and Air Force Reserve Command planners are directing Reserve airlift units into specific Aerospace Expeditionary Forces.<sup>10</sup> The Air Force Reserve C-130 airlift fleet will be parceled into each Aerospace Expeditionary Force to provide intratheater airlift assets to the supported Commander-in-Chief. Working as part of an AEF, each wing will know

deployment details within six months. Lead wing commanders should contact the individual units within forty-five days of assuming the on-call AEF period to discuss further details.<sup>11</sup>

Mobility forces, including the Air Force Reserve C-130s, will not be “on-call” as the Combat Air Forces will be.<sup>12</sup> C-130 crews, along with some KC-10 and KC-135 crews, will most likely be deployed within a given theater, in accordance with current Air Force doctrine. Air Force Doctrine Document (AFDD) 2-6, *Air Mobility* (Draft), states that,

A theater CINC exercises combatant command (COCOM) authority over theater-assigned air mobility forces, and operational control (OPCON) or tactical control (TACON) over attached air mobility forces. The nature of the command relationships will be specified in the authorizing directive. Theater CINCs exercise OPCON of these forces through the Commander of the Air Force Forces (COMAFFOR), who is normally the senior Air Force officer in the theater. The COMAFFOR may further delegate authority for air mobility operations. [For example, Commander, US Air Forces Europe] COMUSAFE delegates OPCON of air mobility operations to the commander of the USAFE Air Mobility Operations Control Center (AMOCC).<sup>13</sup>

The Headquarters USAF Program Action Directive 99-01 (Draft) agrees with AFDD 2-6 (Draft). It states, “When forces are employed for a limited period of time, they are attached, vice assigned, and command is usually limited to OPCON.”<sup>14</sup> This arrangement is identical to the chain of command the Air Reserve Component C-130 crews have operated within during Operation JOINT GUARD and other contingencies. The EAF is not intended to alter the command relationships.

Headquarters, Air Force Reserve Command will determine the flow of the C-130 airlift units into and out of the AEF during the ninety-day period, just as it manages the rotation in and out of contingencies today. As the introduction to the paper described, the Reserve Component is effective at rotating aircraft, crews, and support personnel into a theater, using rainbow scheduling, to ensure its commitments are covered.

It should be noted that strategic mobility assets, C-141, C-17 and C-5 airlifters, and some KC-10 and KC-135 air refueling tankers, will not be parceled into the individual AEFs. They will continue to provide intertheater airlift and refueling support at the order of the US Transportation Command. This includes the Air Reserve Component as well.

### Notes

<sup>1</sup> Col Robin Pfeil, “Expeditionary Aerospace Force” presentation, Reserve Officers Association Midwinter Convention, Washington, D.C., 26 January 1999.

<sup>2</sup> *ibid.*

<sup>3</sup> LtCol David A. Foard, Headquarters Air Combat Command, Instructions for Sourcing AEF Steady State Requirement, 15 January 1999, n.p.

<sup>4</sup> Maj Gen Donald G. Cook, “Expeditionary Aerospace Force,” presentation, Air Force Reserve Command Senior Leaders Conference, Washington, D.C., 26 January 1999.

<sup>5</sup> Foard, n.p.

<sup>6</sup> *ibid.*

<sup>7</sup> *ibid.*

<sup>8</sup> *ibid.*

<sup>9</sup> Pfeil.

<sup>10</sup> *ibid.*

<sup>11</sup> Maj Thomas Fritz, Headquarters USAF/EAF Implementation Branch, interviewed by author, 26 January 1999.

<sup>12</sup> *ibid.*

<sup>13</sup> Air Force Doctrine Document (AFDD) 2-6, *Air Mobility* (Draft), n.p.

<sup>14</sup> HQ USAF Program Action Directive (PAD) 99-01 (Draft), *Expeditionary Aerospace Force Implementation*, 1 May 1999, A-7.

## Chapter 5

### Recommendations to Ease Reservist Implementation

*With the AEF, we will be able to deploy our Guard members with more predictability. They will know well in advance when they will be deployed and know that they will not be redeployed for a minimum of 15 months. This helps the member, his family, and his employer.<sup>1</sup>*

—Unnamed Air National Guard official

The Expeditionary Aerospace Forces concept came to being as a means to reallocate the aerospace force, equipment and manpower, in a balanced, though no less powerful structure. It is designed “to balance the workload across the Air Force, and provide relief to those wings that have been carrying a disproportionate share of the load.”<sup>2</sup>

The Headquarters USAF/EAF Implementation Division is aware of the scheduling limitations placed upon Reserve component units. Division planners have directed that “during each AEF cycle, one or both AEFs will have force elements provided by [Reserve Component] units. The [Reserve Component] will fill the ninety-day commitment with a series of shorter deployments of a minimum of fifteen days (door-to-door) and may be extended depending on volunteerism. Due to the nature of [Reserve Component] participation, these forces will not be used in the “on call” role unless coordinated.”<sup>3</sup>



For the EAF idea to be successful, the Total Air Force must be used together, and used wisely. Many concerns have been voiced from the Air Reserve Component to the Air Staff to ensure the special nature of the reservist as a citizen and an airman is not overlooked. The concerns are being addressed, but because the EAF is still in flux, not all of them have been answered to everyone's satisfaction. This is a summary of the main issues and recommendations to smooth the Reserve implementation into the EAF.

### **Aircraft Management**

Airlift Wing and Operations Group commanders are cautious about the ninety-day tasking of the Aerospace Expeditionary Force. Currently, the longest mission taskings have required their aircraft and crews to be on rotations for up to sixty days, with most taskings less than that. Will an airlift wing equipped with eight aircraft be able to endure a rotation of its resources for ninety days? Three Reserve wings fly the C-130E aircraft while seven Reserve wings operate the newer, more powerful C-130H aircraft. Will the AEFs contain a mixture of E- and H-model aircraft, which presents problems with interchangeability among the aircrews, or will Reserve wings equipped with C-130Es fill one-third of the Reserve's taskings and the C-130H wings fill two-thirds of the taskings?

A scheduling complication could arise if a crisis occurs close to the end of an AEF's "on duty" period. If the situation warranted, a decision could be made to extend the current AEF's on-duty status rather than risk further complexity by rotating AEF forces. How would the Reserve assets be managed? The EAF Implementation Division does not have a firm answer about the management of this situation. Headquarters Reserve Command planners and schedulers will have to coordinate carefully with the AEF commander and the management teams.

## **AEF Pre-deployment Exercises**

The fifteen-month life cycle of an AEF has been described in numerous briefings. The “normal training and exercise” period is the longest part of the cycle, followed by the “spin up/deployment preparation” period, followed by the “AEF deployment” or “AEF on call” period, followed by the “stand down” period<sup>4</sup>. A reserve wing has a limited number of crewmembers and a limited amount of days when the members are available during the year. The crews identified to participate in the AEF deployment will most likely not participate in the “spin up” exercises. This is unfortunate, since the purpose of the exercises is to build teamwork among the disparate member units. On the other hand, the continuous rotation of Reserve units will make such an exercise impractical for the Reserve components.

## **Length of AEF Rotation**

There are doubts in reservists’ minds about the length of the AEF rotation. Both “fifteen-days door-to-door” and “fifteen-days on station” have been mentioned in EAF briefings and literature. While volunteerism for extended tours is always welcomed, there are reservists who are unable to miss work beyond fifteen days without recriminations from their civilian employer. Requiring a reservist to remain on station for fifteen days while discounting travel time to and from the deployed location may cause the individual more hardship at the civilian workplace than he or she is willing to endure. This will affect future retention.

## **Unit Integrity**

Members of Reserve units meet one weekend each month for training. There is concern among unit commanders that personnel from any one organization should be

assigned to one AEF only to allow as much unit integrity as possible. A security forces squadron, for example, cannot train effectively if half of its members are assigned to one AEF and the other half to a different AEF.<sup>5</sup>

### **Deployment Location**

Another concern is the location of the deployment. In the past, reservists have deployed to stateside bases to fill in for base personnel who have deployed to forward locations. The Air Force Reserve Command has brought this issue to the Air Staff, pointing out that it is cost-effective to deploy the reservist to the forward location and pay for one TDY rather than two.<sup>6</sup> It is important to note that the Headquarters USAF/EAF Implementation Division has stressed repeatedly that reservists will not be placed in an “on call” status. A reservist fulfilling his or her annual tour requirement as an AEF participant will be deployed rather than remain at the home-base waiting for an assignment.<sup>7</sup>

### **AEF Leadership Positions**

Air Force Reservists want to be included in AEF leadership roles for career growth and development, just as their active duty counterparts seek these positions.<sup>8</sup> Reservists currently are assigned to lead Reserve Component units while forward deployed. This practice should continue. If an active duty crew is assigned to an expeditionary unit, will the ranking reservist still hold the leadership role? These personnel employment issues warrant careful sponsorship by the Air Force Reserve senior leadership.

## Notes

<sup>1</sup> Bruce D. Callander, “Pressures on the Guard and Reserve”, *Air Force Magazine*, November 1998, 39.

<sup>2</sup> Col Robin Pfeil, “Expeditionary Aerospace Force” presentation, Reserve Officers Association Midwinter Convention, Washington, D.C., 26 January 1999.

<sup>3</sup> Air Force Concept of Operations for Expeditionary Aerospace Force Implementation (Draft), n.p.

<sup>4</sup> Pfeil.

<sup>5</sup> *ibid.*

<sup>6</sup> *ibid.*

<sup>7</sup> Air Force Concept of Operations for Expeditionary Aerospace Force Implementation (Draft), n.p.

<sup>8</sup> *ibid.*

## Chapter 6

### Conclusions

*The EAF employment concept is based on the premise that a rapid and effective military response is key to deter or contain a conflict, seize the initiative, and enable follow-on response options.<sup>1</sup>*

—USAF Program Action Directive 99-01 (Draft)  
*Expeditionary Aerospace Force Implementation*

This paper has described the nature of the reservist's contribution to the Total Air Force and explained broadly the purpose of reorganizing the Air Force into an Expeditionary Aerospace Force. The senior Air Force leadership views the restructured force as the way to balance the burden of forward deployments among units. They recognize the large role the Air Force Reserve and Air National Guard units play in our national strategy. In order to achieve better integration of the Air Reserve Component into the Total Force, a long lead-time is planned to allow all the units more predictability in their schedules. The long lead-time has the added benefit of allowing the reservist and his or her employer time to plan for the reservist's absence.<sup>2</sup>

It will be exciting to see how the first AEFs are implemented. Future Air Command and Staff students may choose to update this work by measuring the effectiveness of Air Reserve Component participation in the Expeditionary Aerospace Force, either by specific airframes, or specific career fields.

## Notes

<sup>1</sup> HQ USAF Program Action Directive (PAD) 99-01 (Draft), *Expeditionary Aerospace Force Implementation*, 1 May 1999, A-4.

<sup>2</sup> Transcript of DoD Press Briefing, 4 August 1998, online, Internet, 19 October 1998, available from <http://www.af.mil/lib/misc/eafttrans.pdf>.

## Appendix

### Air Force Reserve Structure and Organizations

#### **Office of the Air Force Reserve, Washington, DC**

Chief: Maj Gen James E. Sherrard III

#### **Headquarters Air Reserve Personnel Center, Denver, CO**

Commander: Col Margie L. Humphrey

#### **Headquarters Air Force Reserve Command, Robins Air Force Base, GA**

Commander: Maj Gen. James E. Sherrard III

#### **Fourth Air Force (AMC), March Air Reserve Base, CA**

Commander: Maj Gen Wallace W. Whaley

<i><u>Unit, Location</u></i>	<i><u>Aircraft</u></i>
• 349 Air Mobility Wing, Travis AFB, CA	C-5A/B, C-141B, KC-10A
• 433 Airlift Wing, Kelly AFB, TX	C-5A
• 434 Air Refueling Wing, Grissom ARB, IN	KC-135R
• 445 Airlift Wing, Wright-Patterson AFB, OH	C-141B
• 446 Airlift Wing, McChord AFB, WA	C-141B
• 452 Air Mobility Wing, March ARB, CA	C-141B, KC-135E
• 507 Air Refueling Wing, Tinker AFB, OK	KC-135R
• 916 Air Refueling Wing, Seymour Johnson AFB, NC	KC-135R
• 927 Air Refueling Wing, Selfridge ANGB, MI	KC-135E
• 932 Airlift Wing, Scott AFB, IL	C-9A
• 940 Air Refueling Wing, Beale AFB, CA	KC-135E
• 931 Air Refueling Group, McConnell AFB, KS	KC-135R

### **Tenth Air Force (ACC), NAS Fort Worth Joint Reserve Base, Carswell Field, TX**

Commander: Brig Gen John A. Bradley

<u>Unit, Location</u>	<u>Aircraft</u>
• 301 Fighter Wing, NAS Ft Worth JRB, TX	F-16C/D
• 419 Fighter Wing, Hill AFB, UT	F-16C/D
• 442 Fighter Wing, Whiteman AFB, MO	OA-10A
• 482 Fighter Wing, Homestead ARB, FL	F-16C
• 917 Wing, Barksdale AFB, LA	B-52H, OA-10A
• 919 Special Operations Wing, Duke Field, FL	MC-130E/P
• 926 Fighter Wing, NAS New Orleans JRB, LA	OA-10A
• 939 Rescue Wing, Portland IAP, OR	HC-130N/P, HH-60G
• 920 Rescue Group, Patrick AFB, FL	
• 305 Rescue Squadron, Davis-Monthan AFB, AZ	
• 944 Fighter Wing, Luke AFB, AZ	F-16C/D
• 513 Air Control Group, Tinker AFB, OK	E-3A
• 310 Space Group, Schriever AFB, CO	

### **Twenty-second Air Force (AMC), Dobbins Air Reserve Base, GA**

Commander: Maj Gen John J. Batbie Jr.

<u>Unit, Location</u>	<u>Aircraft</u>
• 94 Airlift Wing, Dobbins ARB, GA	C-130H
• 302 Airlift Wing, Peterson AFB, CO	C-130H
• 315 Airlift Wing, Charleston AFB, SC	C-17A, C-141B
• 403 Wing, Keesler AFB, MS	C-130E, WC-130H
• 439 Airlift Wing, Westover ARB, MA	C-5A
• 440 Airlift Wing, General Mitchell IAP ARS, WI	C-130H
• 459 Airlift Wing, Andrews AFB, MD	C-141B
• 512 Airlift Wing, Dover AFB, DE	C-5A/B
• 514 Air Mobility Wing, McGuire AFB, NJ	C-141B, KC-10A
• 908 Airlift Wing, Maxwell AFB, AL	C-130H
• 910 Airlift Wing, Youngstown-Warren Regional Airport ARS, OH	C-130H
• 911 Airlift Wing, Pittsburgh IAP ARS, PA	C-130H
• 913 Airlift Wing, Willow Grove ARS, PA	C-130E
• 914 Airlift Wing, Niagara Falls IAP ARS, NY	C-130H
• 934 Airlift Wing, Minneapolis-St. Paul IAP ARS, MN	C-130E

Source: Air Force Almanac, *Air Force Magazine*, May 1998, 99.



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